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ABSTRACT

These guidelines are derived from the five basic National Commission on Teaching and America's Future recommendations presented in "What Matters Most: Teaching and America's Future," a research-based proclamation that improving the quality of classroom instruction is the most important, direct, and cost-effective route to improving student learning in U.S. schools. The five recommendations are: (1) "Get Serious about Standards for Students and Teachers" (e.g., accredit schools of education and license teachers on the basis of demonstrated performance); (2) "Reinvent Teacher Preparation and Professional Development" (e.g., teaching and learning standards as a foundation for teacher education and quality mentoring to develop quality teachers); (3) "Overhaul Teacher Recruitment and Put Qualified Teachers in Every Classroom" (e.g., assess teacher supply and demand and increase the ability of low-wealth districts to attract qualified teachers and ensure that districts hire only qualified teachers); (4) "Encourage and Reward Knowledge and Skill" (e.g., linking compensation to knowledge, skills, and performance and National Board certification); and (5) "Create Schools Organized for Student and Teacher Success" (e.g., flattening hierarchies and reallocating dollars and providing incentives for ongoing school improvement). Four appendixes present relevant Illinois data. (SM)

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ILLINOIS POLICY INVENTORY ON TEACHING AND LEARNING

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2

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Illinois Policy Inventory on Teaching and Learning. **Prepared by Jennifer B. Presley and Pamela J. Konkol. Governor's Council on Educator Quality, Springfield, Illinois, December 2001.**

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The Governor's Council on Educator Quality is a nonpartisan coalition dedicated to one thing: improving the quality of education for every child in Illinois. As a National Commission on Teaching and America's Future (NCTAF) partner state, the members of the Council believe that the single most important thing we can do to achieve this goal is to assure there is a caring and qualified teacher in every classroom. Clearly, this is no small task. It is a complex challenge requiring many policy and infrastructure supports. This inventory of policy and practice is a major step in our collective effort to enhance teaching and learning. It provides a snapshot and benchmark, organized around the five NCTAF principles. To effectively set strategic growth goals we must regularly assess progress and critically reflect on what we have learned. The Council is pleased to help set the stage for growth with this document and challenge all who read it to commit to the work required to build a high quality Illinois Education System.

Hazel Loucks
Deputy Governor

Carolyn Nordstrom, Chair
Governor's Council on Educator Quality

TABLE OF CONTENTS

Introduction 4

The Governor's Council on Educator Quality 4

Recommendation Area I:
Get serious about standards for students and teachers 6

High Standards for Students 6
Accredit Schools of Education 10
License Teachers on the Basis of Demonstrated Performance 11
Standards for Teachers 13
Strategic Issues for Further Work 14

Recommendation Area II:
Reinvent teacher preparation and professional development 16

Teaching and Learning Standards as a Foundation for Teacher Education 16
Graduate Level Programs, Yearlong Internships, and Extended Clinical Experiences 18
Quality Mentoring Develops Quality Teachers 20
High Quality Professional Development is Essential for Teacher Growth 21
Strategic Issues for Further Work 22

Recommendation Area III:
Overhaul teacher recruitment, and put qualified teachers in every classroom 24

Assess Teacher Supply and Demand 24
Increase the Ability of Low-Wealth Districts to Attract Qualified Teachers and Ensure That Districts Hire Only Qualified Teachers 26
Effective Teacher Recruitment and Retention is Key to a Strong Teaching Force 28
Alternative Pathways to Certification 29
Strategic Issues for Further Work 32

Recommendation Area IV:
Encourage and reward knowledge and skill 34

Linking Compensation to Knowledge, Skills and Performance 34
National Board Certification 35
Strategic Issues for Further Work 35

Recommendation Area V:
Create schools organized for student and teacher success 36

Flattening Hierarchies and Reallocating Dollars 36
Select and Prepare Principals Who Can Lead High Performance Schools 37
Provide Incentives for Ongoing School Improvement 38
Strategic Issues for Further Work 40

Appendix 1: How the Prairie State Achievement Examination (PSAE) Measures Student Progress Toward the Illinois Learning Standards (ILS) 41
Appendix 2: Purposes and Priorities, Governor's Council on Educator Quality 42
Appendix 3: ISAT Performance, 1999-2001 43
Appendix 4: Illinois Professional Teaching Standards 46

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INTRODUCTION

Since 1996, Illinois has been one of the original 14 states to engage in a formal partnership with the National Commission on Teaching & America's Future (NCTAF). The National Commission is a nonpartisan and nonprofit group dedicated to improving the quality of teaching nationwide as a means of meeting America's educational challenges. Formed in 1994 with initial funding from the Rockefeller Foundation and the Carnegie Corporation of New York, NCTAF includes a diverse cross-section of public officials, business and community leaders, and educators representing major stakeholders in education.

In September 1996, NCTAF published ***What Matters Most: Teaching and America's Future***, a research-based proclamation that improving the quality of classroom instruction is the most important, direct and cost-effective route to improving student learning in the nation's schools. The NCTAF agenda is based on **three core principles**:

1 *What teachers know and can do is the most important influence on what students learn.*

2 *Recruiting, preparing, and retaining good teachers is the central strategy for improving our schools.*

3 *Creating the conditions in which teachers can teach, and teach well, is essential to the success of school reform.*

For each of the states (now 19) agreeing to NCTAF partnership, a teacher quality policy advisory council is formed. Like the National Commission itself, it is made up of a cross-section of educational stakeholders from teacher and administrator professional associations, from colleges and universities, state agencies, the business community, and so on (see membership of the Governor's Council on inside cover). Each state's council bases its work on the three NCTAF principles above and is expected to provide support and leadership to the teaching quality agenda in that state (see Appendix for statement of purposes of the Governor's Council in Illinois).

The Governor's Council on Educator Quality

Each state's council is expected to produce two key reports to guide and monitor the progress of teaching and learning in each NCTAF partner state: first, a Policy Inventory on Teaching and Learning to document the status of state policies that support student learning through quality instruction, and second, a Strategic Plan that details a systematic plan for improving teaching and learning in the state.

When Illinois became one of the original partner states in fall of 1996, two major state reports on teacher quality had just been produced. The first of these was ***Rising to the Challenge: The Future of Illinois Teachers***, released in August 1996 by a Task Force on Teacher Preparation, Certification, and Professional Development led jointly by the Illinois State Board of Education and the University of Illinois at Chicago; and, building on that document, the subsequent ***Illinois Framework for Restructuring the Recruitment, Preparation, Licensure and Continuing Professional Development of Teachers*** released in October 1996 by the Illinois State Board of Education.

With the formal adoption of the ***Illinois Framework*** by the State Board, Illinois had a detailed document to serve as a policy inventory and strategic plan. Further, the first Illinois Policy Group on Teacher Quality, co-chaired by Sally Pancrazio, Dean of the Illinois State University College of Education and Ted Sanders, President of Southern Illinois University, produced an initial set of recommendations in April of 1998 for the improvement of teaching quality in Illinois, a plan that endorsed the essential recommendations of the ***Illinois Framework***. At the same time, through legislation and through Illinois State Board action, Illinois began to implement major elements of the ***Illinois Framework*** recommendations for establishing new standards for student learning, teacher preparation and teacher certification in Illinois. Still, however, no formal Policy Inventory had been prepared for NCTAF.

Following transitions to new leadership in the offices of the Governor, the Illinois State Board of Education, and the Illinois Board of Higher Education, the Illinois Policy Group was reconstituted in 1999 as the Governor's Council on Teacher Quality in Illinois. In 2001, the mission of the Council was extended to include school leadership, and the Council was renamed to The Governor's Council on Educator Quality. Council members are appointed by Dr. Hazel Loucks, Deputy Governor of Education and the Workforce. The Council determined that it was necessary to assess the progress of the agenda for improving teaching and learning in Illinois schools, and that the NCTAF guidelines for a Policy Inventory should provide the criteria for such an assessment.

These guidelines are derived from the five basic NCTAF recommendations presented in ***What Matters Most*** (and based on the three core principles earlier stated):

1 *Get serious about standards, for both students and teachers.*

2 *Reinvent teacher preparation and professional development.*

3 *Fix teacher recruitment and put qualified teachers in every classroom.*

4 *Encourage and reward teacher knowledge and skill.*

5 *Create schools that are organized for student and teacher success.*

Now, five years after the publication of ***What Matters Most*** and the ***Illinois Framework***, the Governor's Council has prepared this report on teaching and learning in Illinois.

GET SERIOUS ABOUT STANDARDS FOR STUDENTS AND TEACHERS

The last decade of school improvement has witnessed increased emphasis on rigorous and clearly articulated standards in public education for student learning and for the quality of instruction necessary to achieve it. The first NCTAF recommendation emphasizes the relationship between standards for student learning and standards for teacher performance by recommending the following for each state:

- *Implement high and rigorous standards for all students.*
- *Establish an autonomous professional standards board.*
- *Accredit all schools of education and close inadequate ones.*
- *License teachers on the basis of demonstrated performance on subject matter and teaching knowledge and skill.*
- *Use standards established by the National Board for Professional Teaching Standards as the benchmark for accomplished teaching.*

With the exception of establishing an autonomous professional standards board, for which there is not consensus in Illinois, the state has measures in place for achieving each recommendation.

High Standards for Students: What's Happening In Illinois?

Illinois has established a comprehensive system to assess student learning

Beginning in 1986 with the Illinois Goals Assessment Program (IGAP) and six initial learning goals, Illinois has made progress in the area of standards and assessment. This progress is demonstrated by the 1997 adoption of the Illinois Learning Standards, a set of "statements which define a core of essential knowledge and skills that all Illinois students enrolled in public schools are expected to know and be able to do." In pursuit of ensuring a tangible connection to life after high school, the Learning Standards were developed with the cooperation of a variety of educational stakeholders including teachers, parents, school administrators, employers, community leaders and higher education.

Additionally, Illinois implemented a new program of statewide assessment to measure student achievement. In 1999 the Illinois Standards Achievement Test (ISAT) replaced the Illinois Goal Assessment Program as the measure of individual student achievement with respect to the Illinois Learning Standards. The ISAT assesses students as follows:

- **Grades 3, 5 and 8** - reading, writing and mathematics (census tests)
- **Grades 4 and 7** - science and social science (census tests)
- **Grades 4 and 7** - fine arts and physical development/health (special studies)

Student performance on the ISAT is evaluated relative to four levels: Exceeds Standards, Meets Standards, Below Standards, and Academic Warning. The following tables show ISAT performance in 2001 for 4th and 8th grade students, with 2000 scores for 4th grade students and 1999 scores for 8th grade students. In science and social science respectively, 34 percent and 39 percent of 4th grade students in Illinois performed below or very below the Illinois standard in 2001, essentially the same as a year ago. In 8th grade, 35 percent of students tested in reading and 49 percent in mathematics performed below the standard in 2001, up from the 28 percent in reading in 1999, but down in mathematics from 57 percent in 1999. More ISAT results are provided in Appendix 3.

Grade 4 Statewide Performance Results Science and Social Science ISAT 2000 and 2001												
Subject Area	Academic Warning			Below Standards			Meets Standards			Exceeds Standards		
	Scale Score	2000	2001	Scale Score	2000	2001	Scale Score	2000	2001	Scale Score	2000	2001
Science Scale 120-200	120-129 129-137*	1%	8%	130-153 138-153*	35%	26%	154-178	51%	54%	179-200	13%	11%
Social Science Scale 120-200	120-141	11%	11%	142-156	30%	28%	157-183	53%	55%	184-200	6%	6%

**Cut score raised effective 2001 - cannot compare percents in each of these performance levels.*

Grade 4 Statewide Performance Results Science and Social Science ISAT 2000 and 2001												
Subject Area	Academic Warning			Below Standards			Meets Standards			Exceeds Standards		
	Scale Score	2000	2001	Scale Score	2000	2001	Scale Score	2000	2001	Scale Score	2000	2001
Reading Scale 120-200	120-128	1%	1%	129-151	27%	34%	152-172	54%	56%	173-200	18%	10%
Writing Scale 6-32	6-14	5%	6%	15-20	36%	32%	21-27	56%	55%	28-32	3%	7%
Math Scale 120-200	120-137	5%	7%	138-161	52%	42%	162-184	36%	37%	185-200	7%	13%

The Prairie State Achievement Exam and the ACT

The Prairie State Achievement Exam (PSAE) is administered statewide to grade 11 students. Similar to the ISAT, the PSAE measures individual student achievement according to the Illinois Learning Standards. Additionally however, the PSAE is intended to evaluate the progress that high schools have made toward meeting the Illinois Learning Standards. The PSAE assesses students in reading, writing, mathematics, science and social science as well as qualifies students for an "honors" designation. The PSAE consists largely of the ACT exam used by many colleges and universities as part of their required application materials. The PSAE also uses two Work Keys assessments, one in reading and one in mathematics, to address the "Applications of Learning" part of the Illinois Learning Standards for every academic area.

GET SERIOUS ABOUT STANDARDS FOR STUDENTS AND TEACHERS

The Illinois State Board of Education website reports:

> *Just as college officials use the ACT Assessment in determining whether to admit a student to their school, many employers use Work Keys tests to determine if an employee or applicant has the necessary skills for a specific job. ACT developed these Work Keys in response to concerns that students leaving school and workers already in the workforce are not well prepared for many available jobs. Work Keys scores help students identify their strengths and weaknesses with respect to their education and career goals. The Work Keys tests measure the level of skills needed in the workplace. Test items at each level simulate the characteristics of the workplace as much as possible. The materials for reading and problem solving come from actual workplace situations. The Work Keys increase the range of acquired abilities assessed by the PSAE. The Work Keys tests included in the PSAE give students a set of scores they can use to identify the workplace skills they possess and the skills they need to acquire.*

The PSAE was first administered in spring of 2001 and the results were released in October 2001. These data allow for accurate comparisons by race/ethnicity and income level because nearly all 11th graders took the PSAE. There are large differences in performance by racial/ethnic group. The data show that the percent of African American, non-Hispanic students meeting or exceeding the Learning Standards are the lowest for any racial/ethnic group in each of the five areas of assessment - from a low of 16 percent meeting or exceeding science standards, to a high of 31 percent meeting or exceeding reading standards. For Hispanic students, the percent meeting or exceeding standards ranges from a low of 23 percent in science to 35 percent in reading. The category - ranging from 66 percent in science to 75 percent in mathematics. The data also show major differences by income level. Less than one third of low income students met or exceeded standards in each category, while more than half of those in the non-low income group met this level of performance. Differences among racial/ethnic groups are related to, but not fully explained by family income.

Percent of 2001 PSAE Takers Who Meet or Exceed Standards

Race/Ethnicity	Reading	Mathematics	Writing	Science	Social Science
Caucasian, Non-Hispanic	65%	63%	67%	60%	67%
African American, Non-Hispanic	31%	19%	30%	16%	25%
Hispanic	35%	28%	35%	23%	34%
American Indian or Alaskan Native	54%	45%	50%	43%	54%
Asian or Pacific Islander	68%	75%	74%	66%	71%
Low Income	32%	24%	31%	19%	28%
Not Low income	63%	60%	65%	57%	64%
Total	**57%**	**54%**	**59%**	**50%**	**58%**

Source: ISBE, October 2001

Another useful view of how performance varies by racial/ethnic group is to examine ACT Scores for the high school graduating class of 2000. (2001 scores are not yet available.) In 2000, the ACT was taken on a voluntary basis, usually by those who had aspirations to attend college. Despite such self-selection, ACT performance discrepancies in Illinois have been considerable. For the high school graduating class of 2000, African American, Mexican American/Chicano and Puerto Rican/Hispanic students averaged 17.3, 18.4 and 18.8 on the ACT respectively, while Anglo students averaged 22.4 and Asians 22.5. Furthermore, the average scores for African American and Latino 2000 high school graduates who completed a "core curriculum" were lower than the averages for Anglo and Asian students who did not complete a core curriculum. This raises the prospect that the quality of instruction received by different ethnic groups in Illinois may be different as well.

On a more positive note, 114,000 11th graders took the ACT as part of PSAE in spring 2001, about 42,500 more than would have done so without PSAE. There were 10,000 to 12,000 more test takers with ACT scores of 18 than among Illinois' usual ACT test takers. More than 8,000 with scores of 18 or above expressed no specific college plans and IBHE, ISBE and ISAC will contact these families and encourage the students to go to college. Since the ACT component is not as strong a predictor of college success for students of color as for the non-Latino white population, there are likely to be even more students who would be able to benefit from college than the ACT scores indicate.

Implementation of Standards-Based Curricula

It is one thing to legislate standards, another to implement them in teaching and learning practices. In August 2001, DeStefano, Prestine and Stanhope issued their third report on the evaluation of the implementation of Illinois Learning Standards. This evaluation project began in January 1999 and will continue until 2002. Its purpose is to assess the extent to which local districts are implementing ILS, to identify factors that enhance or inhibit implementation, and to investigate the relationship between ILS implementation and student achievement.

The study found that by 2001, 57 percent of Illinois schools in the study were in "Level Two Implementation," out of a possible five levels, with five being the highest. This is down from 83 percent in 2000. Level Two means that there is a general awareness and expectation of an ILS-Led-System, but minimal consideration of ILS in instruction, evaluation of student learning, and some consideration of ILS in professional development, curriculum development, and textbook choice. In 2001, about 43 percent of schools were in Level Three Implementation, up from 19 percent a year earlier. Level 3 Implementation is defined as "Transition to an ILS-Led System" and demonstrates higher levels of professional development surrounding ILS, the presence of specific timelines and policies, and significant activities aimed at aligning district curriculum with ILS.

GET SERIOUS ABOUT STANDARDS FOR STUDENTS AND TEACHERS

The report notes that community and stakeholder involvement is low, with parents, school boards and the community having only minimal awareness and understanding of the ILS and limited access to information. While the researchers could not yet report a significant statistical relationship between changes in ISAT performance and changes in ILS, they note:

> *A strong systemic focus on curriculum and instructional issues would lead one to expect such efforts to show up first in widespread changes in teacher behaviors and practices and, eventually, in student performance. Data … show that teachers and principals from across the state are using state learning standards to focus and give meaning to their school improvement efforts. Teachers report that ILS are impacting professional development, curriculum selection, instructional approaches, scheduling, and classroom assessment practices…. [Anecdotal information and teachers' perceptions suggest that such a relationship (between ISAT performance and ILS implementation) does exist and is growing stronger (pg. 6)]*

The report recommends that the state foster and support capacity building at the district level, and that it should use the levels of implementation and the themes developed from the best practice schools to illustrate specifics of advanced implementation at the district, school and classroom levels.

Accredit Schools of Education: What's Happening in Illinois?
Illinois is strengthening and streamlining the process for certificating education programs

In contrast to the NCTAF recommendation, Illinois does not require teacher education programs to be accredited by the National Council for Accreditation of Teacher Education (NCATE). However, ISBE bases its teacher education program reviews and standards on NCATE 2000 standards and procedures. Eighteen of the 57 teacher preparation programs in the state are voluntarily NCATE accredited. These institutions graduate approximately two-thirds of the newly graduated teachers who are recommended for certification each year in Illinois. The other 39 institutions are reviewed by ISBE, not by NCATE, but the NCATE standards and procedures are applied to these institutions as well. In short, every teacher training institution in Illinois must meet the same set of rigorous standards.

Illinois reviews teacher education programs on a 5-year cycle. In addition to holding teacher education programs accountable for content knowledge of teacher candidates, the ISBE review process also holds programs to standards of pedagogical knowledge, performance practices and general education knowledge. ISBE's reviews of institutions and education units typically identify one or more weaknesses. To date, there is no evidence, however, that the weaknesses are severe enough to warrant removal of institutional authority to prepare educational personnel, per NCTAF Recommendation I. Prior to fall 2001, ISBE reviews were based on 1995/97 NCATE standards and procedures, as well as the Illinois Professional Teaching Standards. Effective this fall (2001) ISBE is using NCATE 2000 standards for their reviews (in addition to the IPTS.) They expect to perform 14 visits in the fall 2001 and spring 2002. ISBE will hold institutions accountable for the new Illinois content standards when they become effective in July 2003. Since these content standards are aligned not only with national content standards but the Illinois Learning Standards, institutions and educational units will, in effect, be held accountable for teaching content knowledge as well as pedagogy that is aligned with both the Illinois Learning Standards and the Illinois Professional Teaching Standards. The discussion of NCTAF Recommendation II below addresses additional teacher preparation issues.

Illinois Has Won Federal Grants to Improve Teacher Preparation

Illinois has three Teacher Quality Enhancement (TQE) grants funded through the U.S. Department of Education.

- The Illinois Professional Learners' Partnership Project. The federal award for the first two years is $5,002,152, with additional funding from partner institutions and the State of Illinois. The goals of the grant are to:
  - Redesign and transform the way colleges of education and arts and sciences prepare graduates to teach in high-need Illinois K-12 schools
  - Provide professional development for beginning teachers and experienced professionals
  - Establish a model for statewide inter-institutional collaboration to support innovative teacher education

- The Illinois Teacher Education Partnership is for $6.3 million over five years, with additional funding from partner schools and colleges. The project includes National Louis University (NLU), 10 school districts, and six community colleges. Its goals are to:
  - Join NLU's colleges of Arts & Sciences and Education with community colleges to redesign and deliver teacher certification programs on-site
  - Prepare and implement mentoring and induction programs in 10 high-needs schools
  - Prepare teachers to work in high-needs schools with diverse populations
  - Contribute to the work of teacher education reform

- Illinois is the recipient of a state Teacher Quality Enhancement grant with $1,010,864 in Federal funding and $783,081 in State funding for Year 1. The grant focuses on the middle grades teacher preparation curriculum in high poverty rural and urban areas to improve teaching, delivery, learning content, and teacher quality in teacher preparation programs and school classrooms.

License Teachers on the Basis of Demonstrated Performance: What's Happening In Illinois?

Illinois has reformed its certification structure to emphasize teacher performance

Certification

A comprehensive effort to restructure the system for teacher preparation, licensure, and continued professional development has resulted in changes to the requirements for obtaining an initial teaching license and maintaining an existing teaching license in Illinois. In 1997 the Illinois legislature established a 3-tier licensing system for teachers through the passage of PA 90-548. This legislation links teacher preparation standards to the Illinois Learning Standards for students, but it also specifies that national professional teaching standards will serve as the basis for the examinations and indicators required for certification. The Illinois State Board of Education has modeled its Illinois Professional Teaching Standards on those developed by the Interstate New Teacher Assessment and Support Consortium (INTASC) for inexperienced teachers and has adopted the standards of the National Board for Professional Teaching Standards (NBPTS) for master teachers.

GET SERIOUS ABOUT STANDARDS FOR STUDENTS AND TEACHERS

Licensure in Illinois is organized by three levels of teaching certificate:

1. **Initial** (including Initial Early Childhood, Initial Elementary, Initial Secondary, and Initial Special K-12), valid for four years of teaching and not renewable
2. **Standard** (including Standard Early Childhood, Standard Elementary, Standard Secondary, and Standard Special K-12), obtainable after fours years of experience and successful completion of yet-undesigned assessments, valid for five years and renewable based on evidence of continuing professional development
3. **Master** (including Master Early Childhood, Master Elementary, Master Secondary, and Master Special K-12), valid for 10 years and also renewable based on evidence of continuing professional development. Master Certificates are issued to individuals who achieve certification through the National Board for Professional Teaching Standards

Additionally, the 1997 PA-548 legislation allowed alternative routes to teaching and administrative certification. Teacher education programs and higher education institutions are encouraged to more broadly explore alternative routes to teaching and certification. Currently, Illinois has established three pathways toward alternative certification; two for alternative teacher certification and one for alternative administrator certification. These include the Alternative Route to Teacher Certification, Alternative Teacher Certification, and Alternative Route to Administrative Certification. These are addressed in Section 2 of the Policy Inventory - Reinventing Teacher Preparation.

Issuance of Certificates

Sec. 21-13 of the Illinois School Code defines the body that must approve all teacher certification programs, whether "traditional" or "alternative." Regarding issuance of teaching certificates: "For the purpose of carrying out the provisions of this Article with regard to certificates there is hereby created a State Teacher Certification Board to consist of the State Superintendent of Education, or a representative appointed by him, who shall be ex-officio chairman, five administrative or faculty members of public or private colleges or universities located in Illinois, three administrators and eight classroom teachers (increased to 10 classroom teachers beginning July 1, 1992) in the public schools and one regional superintendent of schools, each to be appointed by the State Board of Education." Certification Board members serve 3-year terms. In contrast to the NCTAF recommendation for an independent professional standards board, the Certification Board reports to the ISBE. Section 21-13 of the School Code continues: "The State Board of Education shall appoint a secretary of the Board. The Board shall hold regular meetings at least quarterly, and such other special meetings as may be necessary. The necessary expenses of the State Teacher Certification Board shall be provided through the State Board of Education. The State Board of Education in consultation with the Board may make and prescribe rules necessary for the administration of this Article."

Standards for Teachers: What's Happening In Illinois?

Illinois has developed standards for education professionals

In 1999, the state adopted the Illinois Professional Teaching Standards (IPTS) and the Illinois School Leader Standards (ISLS), both of which are adapted from national models. The purpose of these standards is to define the essential core of expectations for all teaching or administrative professionals and to reflect the learning goals and standards of performance for students.

Illinois has also developed Content Area Standards for Educators. The Content Area Standards are specific with respect to subject area and grade level, and seek to define the knowledge and performance expectations that are necessary for high quality teaching and learning. These standards are closely tied to the Illinois Learning Standards, which is of particular importance with respect to the preparation of new teachers. Each of 57 teacher education institutions are now being held accountable, in formal program reviews by ISBE (which, by agreement, are undertaken concurrently with National Council on Accreditation of Teacher Education (NCATE) review for NCATE institutions), for incorporating these content area standards in their teacher preparation programs. By 2003, all teachers applying for Initial Certification in Illinois will have to demonstrate proficiency in subject matter content on Illinois teachers assessments based on these content learning standards. Assessment instruments have not yet been acquired, and the extent to which Content Area Standards are implemented in teacher preparation will not be known until this component of assessment is implemented.

Illinois recognizes that in order for students to achieve high standards, high standards are essential for the development of a quality teaching force. To this end, Illinois has set state standards for teacher education, beginning teacher licensing, advanced teacher certification, and continuing professional development.

- The National Council for Accreditation of Teacher Certification (NCATE) standards guide the development and approval of teacher preparation programs in Illinois.
- Illinois Professional Teaching Standards (see Appendix IV) are the basis for performance assessments of graduates of teacher preparation programs before recommendation for initial certification. These performance assessments are to be conducted by the teacher preparation program, not by the state, in contrast to state-administered Standard Certificate performance assessments. However, ISBE must approve the assessment system developed by each institution.
- The following assessments have been recommended by an ISBE Advisory Panel on Teacher Assessment as required for initial certification:
    1) A more rigorous standardized basic skills test for teacher candidates (which has now been implemented and may be administered at entry into a preparation program);
    2) More rigorous content area exams (which are being acquired); and
    3) A new test of professional pedagogical knowledge.

GET SERIOUS ABOUT STANDARDS FOR STUDENTS AND TEACHERS

- Assessment of teachers against the Illinois Professional Teaching Standards will be the basis for the Standard Certificate mandated by PA 90-548 as part of the 3-tier teacher certificate system (see also discussion under Recommendation II).
- After receipt of Standard Certification, all teachers are required to renew their certifications every five years by fulfilling individual professional development plans approved by peer committees.
- Teachers seeking Master Teacher status may only do so through the National Board Certification process. Completing the process qualifies as 5-year standard certificate renewal. Earning a National Board Certificate qualifies as certificate renewal for a 10-year period.

Strategic Issues for Further Work

Despite evident progress on the five specific NCTAF sub-recommendations under Recommendation I, the state has much work ahead as it strives to be *"serious about standards for students and teachers."* To take each of the five sub-recommendations in turn:

1. ***Implement high and rigorous standards for all students***

   While most observers would agree that the newly developed Illinois Learning Standards are high and rigorous, they are only now beginning to be widely or deeply implemented in classroom instruction. Such implementation will require additional administrative coordination and professional development on a large scale. Further, it is not yet clear what role the ISAT and PSAE assessment information will play in actually improving student learning outcomes. Finally, the predictive validity of PSAE must be studied for all ethnic groups if it is to be a fair assessment of who is ready to succeed in post secondary education and employment.

2. **Establish an autonomous professional standards board**

   While this structure has been recently proposed in the Illinois legislature, it is opposed by ISBE. Illinois has a Teacher Certification Board, but it is not independent of the State Board of Education.

3. ***Accredit all schools of education and close inadequate ones***

   Illinois is using NCATE Professional Accreditation standards and procedures for review of education programs. There are no indications that any of these programs are in danger of closing although the programs have not yet been measured against the rigorous set of Content Area Standards for educators.

   Illinois has garnered substantial funding to improve the preparation of teachers and will continue to seek out such opportunities in the future.

4. ***License teachers on the basis of demonstrated performance on subject matter and teaching knowledge and skill***

   This is exactly the intent of the newly legislated multi-tier teacher certification system, but assessments have not been developed yet to support this licensing system. Efforts are being made to do so by July 2003. The NCATE 2000 standards adopted by ISBE for the review of all teacher training institutions demand a system of performance-based assessments to monitor the skills of their candidates and to be used for evaluation of the preparation programs.

5. ***Use standards established by the National Board for Professional Teaching Standards as the benchmark for accomplished teaching***

   While NBPTS certification is the basis for Master Teacher status in the new multi-tier certification system, National Board standards have not otherwise affected the vast majority of teachers in the state.

Reinvent Teacher Preparation and Professional Development

Achieving high standards in the classroom is not possible without the existence of a well-prepared teaching force. Throughout the nation, standards for candidates in teacher preparation programs vary greatly both between states and the institutions within them. Similarly, cohesive standards for a system of teacher professional development do not exist nationally or in many states. Certification and program authorization enforce minimum requirements for competency, with variability in the quality and characteristics of individual candidates, teacher preparation programs and professional development opportunities above those minimum thresholds.

A critical factor in building a strong and competent teaching force is ensuring that a comprehensive, rigorous, and clearly articulated system of teacher preparation and continuing professional development is developed and maintained.

In support of Recommendation II, NCTAF recommends that states undertake the following four measures:

- Organize teacher education and professional development around standards for teachers and students.
- Develop extended graduate-level teacher preparation programs that include yearlong internships.
- Fund mentoring programs for beginning teachers.
- Improve the quality of professional development programs.

Illinois has taken measures to implement the first and last of these recommendations. Although there are examples of university programs with extended yearlong internships, and examples of local districts funding mentoring programs, there are no statewide initiatives in place in these areas.

Teaching and Learning Standards as a Foundation for Teacher Education: What's Happening in Illinois?

Illinois has established professional teaching standards as the basis for teacher education

As Section I of this Policy Inventory indicates, Illinois PL 90-548 mandated in 1997 that professional teaching standards would be implemented as the basis of teacher preparation programs in Illinois. The Illinois Professional Teaching Standards, which consist of eleven standards based tightly on the 10 INTASC principles (Appendix IV), are now being implemented in teacher education programs throughout the state. This implementation is monitored by the state's program review process that is modeled on that employed by NCATE. When institutions under review are NCATE-accredited, state and NCATE teams participate jointly.

Illinois Has Partnered With NCATE to Ensure High Program Standards

ISBE has directed that all teacher preparation programs in Illinois will meet NCATE standards. Furthermore, the Illinois State Board of Education expects all Illinois teacher preparation programs to use performance assessments that are based on the Illinois Professional Teaching Standards and the Illinois Content Area Standards for Educators by 2003. This implementation is monitored within the NCATE-based institutional review process. Section I indicated that 18 institutions currently have NCATE accreditation.

NCATE Accredited Institutions of Higher Education in Illinois

Academic Institution	Accreditation	Next Accreditation
Augustana College	I	Spring 2003
Bradley University	I & A	Fall 2004
Chicago State University	I & A	Fall 2003
Concordia University	I & A	Fall 2001
DePaul University	I & A	Fall 2003
Eastern Illinois University	I & A	Fall 2001
Elmhurst College	I	Spring 2004
Illinois State University	I & A	Fall 2003
Lewis University	I & A	Fall 2004
National Louis University	I & A	Spring 2004
Northeastern Illinois University	I & A	Fall 2003
Northern Illinois University	I & A	Fall 2001
Roosevelt University (continued with probation)	I & A	Spring 2001
Saint Xavier University	I & A	Spring 2005
Southern Illinois University - Carbondale	I & A	Fall 2001
Southern Illinois University - Edwardsville	I & A	Spring 2005
Western Illinois University	I & A	Spring 2003
Wheaton College	I	Fall 2004

I - Initial unit accreditation; includes all programs designed for initial teacher preparation.
A - Advanced unit accreditation only.
I & A - Initial and advanced unit accreditation; includes all initial teacher preparation programs, and post-baccalaureate programs for advanced teacher preparation and for initial or advanced preparation of other school personnel.

By 2003, Teacher Preparation Programs Must be Redesigned to Align Training with State-Specified Standards for Content and Pedagogy

The Content Area Standards for Educators have been designed to accord with the Illinois K-12 Learning Standards and are discussed in Section I of this Policy Inventory. In addition, all teacher candidates in Illinois are expected to be well prepared in such areas as learning and child development, learning differences and disabilities, use of instructional technologies, collaboration with parents, and a range of other areas of professional practice specified in the NCATE standards. When the combined ISBE/NCATE approach to program review is fully implemented, the opportunity will exist to require performance data from all teacher-preparation institutions in Illinois on such program outcomes as job placement, job performance, retention in the profession, and satisfaction with the program.

The State of Illinois was sued in 1992 by the family of "Corey H," who argued that their exceptional-needs child was not being educated in the "least restrictive environment." Litigation culminated with a finding for the plaintiffs that will require major modification to general as well as special education certification. In short, teachers with general certifications will be expected to know more about the special needs of exceptional children, and teachers with special education certification will need expertise that spans a broader array of special needs than was previously the case. Teacher preparation programs will need to accommodate this finding in their pre-service programs despite a limited pool of faculty members with the expertise to teach special education.

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REINVENT TEACHER PREPARATION AND PROFESSIONAL DEVELOPMENT

PA 90-548 Requires That All Teachers Pass an Examination to Achieve the Standard Certificate in Illinois

A State Board of Education Teacher Assessment Advisory Panel recommended in 1999 that the primary assessment for obtaining the Standard Certificate for teachers with four years of classroom experience on their Initial Certificate should be a portfolio-based performance assessment based on the Illinois Professional Teaching Standards. In October 2000 the State Board endorsed portfolio review as the "primary strategy" for teacher assessment for Standard Certification, tied to a strong induction and mentoring program. The State Board held discussions with state administrators in Connecticut who have been administering such an assessment for several years. They learned that implementing a valid high-stakes portfolio assessment on which individuals' careers depend takes a great deal of time and money.

A second Standard Examination Advisory Committee (SEAC) was convened in spring of 2001 to study the nature of what kind of standards-based assessment should be required for the Standard Certificate. This second committee's report raised the fundamental issue of the need for and/or desirability of a high-stakes examination as a condition for Standard Certification. The committee continued to support a performance-based test if there was to be an examination. The committee recommended either requiring continuing professional development for beginning teachers, or in combination with a pilot portfolio assessment system. As of October 2001, the State Board has endorsed providing support to initial certificate holders through professional development and mentors, and has committed to providing leadership in securing legislative approval and funding for a statewide induction and mentoring program. After additional questions or issues have been addressed, the State Board is committed to securing funds for full implementation of the final requirements for Standard Certification.

Graduate Level Programs, Yearlong Internships and Extended Clinical Experiences: What's Happening in Illinois?

Illinois is not systematically developing programs, yearlong internships and extended clinical experiences

The NCTAF agenda calls for establishing master's degree programs that incorporate yearlong teaching internships. That position rests on the view that because teaching is both a knowledge-based and a performance-based profession, strong teacher education requires (as other professions do) more than an undergraduate degree and more time in supervised fieldwork than undergraduate programs make possible. In Illinois, teacher preparation remains largely an undergraduate professional degree, though there are master's level certification programs. There are no comprehensive data on lengths of internships (or student teaching) in these various programs, and there are few examples of yearlong internships, although interestingly, alternative certification programs do require this. Some teacher preparation programs use the Professional Development School model, which requires extensive involvement of candidates in school settings.

Teacher preparation programs train students who earn degrees in Education, and in other majors. Education baccalaureates that complete an approved program and pass the state certification tests are eligible for certification. Master's degrees in Education are certification and post-certification programs; and the doctoral degrees in Education may include administrator certification in some instances, but are not designed for teacher certification.

Illinois Degrees Awarded in Education: 1999-2000

Sector	Total Awards	Less Than 4 Years (includes Assoc.)	Bachelors	Masters	Advanced Study Cert.	Doctorate
Public	7,826	103	4,416	3,032	73	202
Private	6,154	57	1,843	4,070	55	129
Total	13,980	160	6,259	7,102	128	331
Public % of Total	56.0%	64.4%	70.6%	42.7%	57.0%	61.0%

- ***Eleven public and 37 private institutions awarded bachelor's degrees***

  More than one third (39%) of bachelor's degrees were awarded by three institutions:
  - SIU Carbondale 980
  - Illinois State University 894
  - Eastern Illinois University 568

- ***Twelve public and 25 private institutions awarded master's degrees***

  More than one third (35%) of master's degrees were awarded by three institutions:
  - National-Louis University 1,455
  - DePaul University 576
  - Northern Illinois University 461

- ***Six public and five private institutions awarded doctoral degrees***

  More than two-thirds (69%) of doctoral degrees were awarded by three institutions:
  - Loyola University 85
  - University of Illinois-Urbana/Champaign 74
  - Northern Illinois University 69

Illinois' Framework for Teacher Education Requires a Clinical Experience that Links Theory to Practice

While disagreement persists among educators in Illinois and nationwide about whether a yearlong clinical experience is necessary for sound teacher preparation, there is little disagreement that clinical experiences -- practicum experiences in schools -- should be comprehensive and should link practical teaching experience to theory and research.

The ***Illinois Framework*** calls for the development of comprehensive clinical experiences for teacher candidates that provide links between theory and practice. The intentions of the experience are to:

- Provide opportunities for candidates to discover whether they are "temperamentally suited for teaching;"
- For candidates to work with an experienced, trained and supported mentor teacher; and
- For the clinical experience to be extended throughout the school year.

Reinvent Teacher Preparation and Professional Development

For some years, all teacher education programs in Illinois have been required to provide candidates with 100 contact hours of "early field experience." At a much lower level of classroom participation and responsibility than student teaching, these early field experiences further extend clinical experience. Current requirements demand intensive and extensive experiences in the public schools starting early in a candidate's program.

Since the Holmes Group work of the late 1980s and early 1990s, professional development schools have been explored as structured arrangements for placing candidates in extended field experiences in schools that link practice to theory and research. Some teacher education programs in Illinois have developed relationships with schools to achieve various forms of the professional development school model. Data are currently not available on how widespread this is.

Quality Mentoring Develops Quality Teachers: What's Happening in Illinois?

Illinois is beginning to address mentoring for beginning teachers at the district level

Illinois recognizes the importance of mentoring programs for beginning teachers, but has not taken steps to guarantee either the extent or quality of such activities. The ***Illinois Framework*** addressed the lack of support, guidance and continuing professional development of beginning teachers and calls for the development of standards for new teacher induction programs.

Current Mentoring Activities

A growing percentage of new teachers have access to new teacher support through district level programs and partnerships with universities and teachers unions. In Chicago in 2000-2001, nearly 2200 teachers new to Chicago Public Schools (CPS) attended 30 clock hours of new teacher support workshops; the majority of these teachers were assigned teacher colleague mentors in their schools. These mentors receive yearlong training from collaboration among the University of Illinois at Chicago, the Chicago Teacher's Union, and the Chicago Public Schools Teacher's Academy for Professional Development. Although 100% of new teachers in Chicago are required to have an assigned mentor, some principals have yet to respond to this new Board mandate. Further, these new teachers do not receive reduced or graduated teaching responsibilities. The mentors, however, receive stipends and four days of released time for mentor training.

Elsewhere in the state various district-supported new teacher mentoring and support programs are scattered throughout urban, suburban and rural areas. Some of these programs are district-university collaborations, such as the Belleville School District 118-Southern Illinois University Induction Program, the Champaign-Ford-Vermillion Counties and University of Illinois Urbana Champaign Partnership for Professional Development and Novice Teachers Support Project, and the South Suburban Cook County-Governor's State University Beginning Teacher Program. Other new teacher support programs are district specific, such as the Ball-Chatham District 5 Mentoring Program, the Downer's Grove District 99 Mentor Teacher Program, "Teachers Helping Teachers," the Hononegah High School District 207 Induction Program, and the Jacksonville School District 117 Mentoring Program.

Current Efforts to Enhance Mentoring for Teachers

In 2000-2001 an effort was initiated in Illinois to gain legislative support for mentoring programs, without success. The Illinois State Board of Education voted at its October, 2000 meeting to seek legislation and funding to implement a 3-year new teacher support program. New teacher support programs funded by the state would be expected to help prepare new teachers to succeed on the Illinois Teaching Certificate Assessments that are scheduled to be implemented in 2003. Programs would be based on Illinois Professional Teaching Standards and on Content Area Standards for teachers that will be the basis of the initial and standard certificate in the new multi-tier teacher certification system The long-term goal is for all new educators to have access to induction and mentoring. At its October 2001 meeting, ISBE recommitted to efforts to develop legislation that would win the support of the Illinois General Assembly.

High Quality Professional Development is Essential for Teacher Growth: What's Happening in Illinois?

Illinois' new tiered certification program depends on professional development geared to learning and teaching standards

The state recently instituted a certificate renewal system (HB 556) that depends on teacher professional development geared to the Illinois Professional Teaching Standards, teachers' specific teaching assignments, and the school improvement plans of the schools in which they work. This certificate renewal legislation is aimed at supporting the professional development of teachers who have obtained the Standard Certificate.

The state's plan links professional development to the multi-tier teaching certification system (PL 90-548). The law requires that teachers who hold the standard certificate engage in professional development in order to earn renewal. (While not required by law, teachers are well advised to engage in professional development as soon as they achieve their first teaching position if they are to achieve a standard certificate four years later. That standard certificate is based on the Illinois Professional Teaching Standards and Content Area Standards.)

After the achievement of the standard certificate, the state plan for professional development focuses primarily on a teacher's professional growth in the context of a particular school and particular teaching assignments. Teachers may meet the continuing professional development requirement for certificate renewal by engaging in the following experiences, accruing Continuing Education Units (CEUs) and Continuing Professional Development Units (CPDUs):

- Eight semester hours of college coursework (one semester hour is equivalent to three CEUs or 15 CPDUs)
- 24 CEUs (one CEU is equivalent to five CPDUs)
- 120 CPDUs
- Any combination of college courses, CEUs or CPDUs equivalent to 24 CEUs or 120 CPDUs
- Successful completion of the NBPTS certification process

Reinvent Teacher Preparation and Professional Development

Under the law, teachers holding a standard certificate must prepare a plan for continuing professional development and submit the plan for approval to a local professional development committee comprised largely of peers. Secondly, the law requires that a local committee review the teacher's progress each five years on his or her professional development plan. This is intended to stimulate teachers' reflection and action on their own professional growth and also to encourage dialogue in the school community about the most effective providers of professional development. Professional development activity includes but is not limited to university coursework, activities designed or conducted by teachers such as study groups, committee work and mentoring, as well as workshops, teachers' institutes, seminars, conferences and other similar training events.

In general, professional development activities outside of "study groups, committee work and mentoring" are not designed or conducted by individual teachers, but are planned and structured by organizations such as training facilities, higher education institutions, school districts, regional offices of education, teachers' union or professional association, or some other organization. Because the newly legislated approach to professional development for experienced teachers is based on individual professional development plans and is so recently implemented, it is not possible at this time to generalize about what is offered, by whom, and of what quality.

Professional Development Providers Now Must Be Approved by the State

The law also requires that the Illinois State Board of Education and the State Teacher Certification Board approve providers of continuing professional development activities. An elaborate set of rules governs the provision of approved professional development of teachers in Illinois. In general, the State requires that professional development provider candidates must submit an application to the State Board of Education identifying the areas of training they provide and the qualifications of individual providers. Additionally, professional development providers must provide participants with the opportunity to evaluate the activities and use a standard form that evidences participation. While the law requires evaluation of this approach every five years, ISBE is conducting an evaluation annually. In addition, ISBE monitors 10 percent of all providers annually.

Strategic Issues for Further Work

Illinois has taken measures to implement the first and last of NCTAF's recommendations under this section. To take each in turn:

1. ***Organize teacher education and professional development around standards for teachers and students***

   It is intended that the new multi-tier teacher certification system will be driven by standards for basic literacy and numeracy skills, content knowledge, and pedagogical knowledge. Particular emphases have been placed on reading, language arts, technology, and working with exceptional learners. Standards for all of these exist, but assessments are not yet implemented to determine whether teachers meet those standards. In addition, monitoring will be needed to determine whether programs effectively comply with the Corey H. special education ruling that all teachers are prepared to teach all students, including special-needs children in their classrooms.

   Illinois will be examining whether teaching preparation programs in Illinois' institutions of higher education are receiving an appropriate share of resource for changing program needs. Incentives to train teachers in areas of high need could also be considered.

2. ***Develop extended graduate-level teacher preparation programs that include yearlong internships***

   This has not been a priority for Illinois, and data are not available on how many teacher preparation programs require yearlong internships. The number is presumed to be small. Most teacher preparation in Illinois takes place at the undergraduate level, with substantial numbers of graduate certification programs as well. By statute, however, all alternative routes to certification offerings demand a yearlong internship in a public school setting.

3. ***Fund mentoring programs for beginning teachers***

   While legislation was drafted to fund new teacher support and mentoring at the cost of $2,000 per teacher for the each of the first three years of employment, this legislation failed in 2001. ISBE remains committed to acquiring the necessary resources for mentoring programs, and the GAC named induction and mentoring funding as a top priority. Funds will again be requested in the FY 2003 budget, although at a reduced level from what was previously requested. Districts and schools of education have begun to partner to implement mentoring programs, but no data-gathering mechanisms currently exist to monitor how widespread or effective new teacher mentoring in Illinois has become.

4. ***Improve the quality of professional development programs***

   In 2000, for the first time, Illinois made demonstration of ongoing professional development a requirement of certificate renewal for experienced teachers. The effectiveness of this approach to improving the quality of professional development remains to be determined.

OVERHAUL TEACHER RECRUITMENT AND PUT QUALIFIED TEACHERS IN EVERY CLASSROOM

In support of Recommendation III, NCTAF recommends that states undertake the following seven measures:

- Assess teacher supply and demand
- Increase the ability of low-wealth districts to pay for qualified teachers and insist that districts hire only qualified teachers
- Streamline district hiring procedures
- Eliminate barriers to teacher mobility
- Aggressively recruit high-need teachers
- Provide incentives for teachers in shortage areas
- Develop high-quality alternative pathways to teaching

Illinois has taken identifiable steps toward the first, fourth, and last of these recommendations, but the five remaining recommendations remain largely unaddressed.

As Sections I and II of this Policy Inventory indicate, Illinois has begun to investigate, evaluate, and address teacher quality issues at the state level through recent legislation, state agency initiatives, and commissioned reports. The number of individuals certified to teach in Illinois has been increasing steadily in the last decade, but almost half do not enter teaching in Illinois public schools after certification. The demand for qualified teachers to teach in "high need" schools and communities, and in certain fields of teaching, exceeds the supply of those willing to take on those jobs in Illinois public schools. Furthermore, teacher diversity by race/ethnicity and gender is significantly out of step with the student population. (ISBE, 2000)[vi]

Assess Teacher Supply and Demand: What's Happening in Illinois?

Illinois is monitoring teacher supply and demand

In recent years, the demand for teachers in Illinois has been increasing. While Illinois produces enough new teachers each year to meet this demand, about 1,600 teaching jobs went unfilled in 2000. This is because only about half of the individuals certified to teach in Illinois accept teaching positions in the state. For example, of the approximately 13,000 individuals certified to teach in Illinois in the year 2000, only 6,655 actually accepted employment as a public school teacher in Illinois (ISBE, 2000). Areas experiencing the most acute need for qualified teachers include culturally and economically diverse urban and rural communities, as well as the subject areas of bilingual education, special education, and science and mathematics. Additional factors in the teacher shortage include the high rate of attrition of new teachers, the large number of teachers nearing retirement age, the low level of compensation for public school teachers compared to other professions, and the perception of teaching as a low status career.

Illinois is Studying Leaks in the Teacher Supply Pipeline

Two studies are under way by the Illinois Education Research Council, in partnership with Northern Illinois University. The first study seeks to understand why newly certified teachers are not entering the Illinois public schools. The second study examines why Illinois' teachers are leaving within their first five years. Each study will involve a minimum of 800 telephone interviews, and will be completed by early 2002.

Temporary Certification, and Teaching Out of Field Are Growing Problems for Illinois Schools

Teachers teaching "out-of-field" is a significant problem in Illinois as well as the nation as a whole. In addition, some classes are simply not offered for lack of an instructor. The number of out-of-field teachers, or vacancies, varies by district and by subject matter. For example, some school districts have few or no bilingual teachers despite a need for such teachers, and those who are hired may not hold regular certification. In Chicago, estimates suggest that as many as 1,000 bilingual teachers are working full time on transitional bilingual teaching certificates, with a time limit of six years plus two years' renewal before they are required to achieve certification. In other areas, such as world languages, special education, secondary school science and mathematics, districts have difficulty finding certified teachers depending on the economic resources of the district.

Currently, significant numbers of teachers are hired in Illinois school districts that do not hold regular state teaching certification. At least 1,672 such teachers are scheduled to work full time in Chicago in 2001-2002, for example. Categories of temporary certification include:

- ***Transitional bilingual teaching*** - allows bilingual teachers to work for up to eight years (six years plus two years' renewal) without passing basic skills and content tests
- ***Substitute teaching*** - a substitute teacher can work 120 days in one district in a given school year. Teachers need a college degree, but do not need to have passed basic skills or content tests, or to have taken education courses.
- ***Full time basis substitute certificate*** - substitute teachers in Chicago who have completed a teacher-training program but have not yet passed their competency exams can teach full time for four years (with renewal available).
- ***Provisional vocational certificate*** - allows someone to teach in a vocational program at a particular site with 2000 hours' experience in the trade. This is a 4-year renewable certificate.

Illinois' Public Higher Education Funding and Faculty Reward Processes Do Not Provide Incentives to Match Teacher Production With Areas of Need or to Expand Clinical Instruction

Strong teacher preparation programs, like nursing programs, are labor intensive and therefore resource intensive. But funding for education programs has not adjusted to the growing demands to provide supervision and assessment for intensive and extensive clinical experiences. While this resource demand in nursing programs is widely recognized in states that use formula funding, this is not the case for Education programs. Data for Illinois show the same weaknesses in funding allocations within institutions of higher education.

In general, the instructional costs per credit hour of teacher education programs at Illinois public universities are lower than the instructional costs per credit hour of other many academic programs or areas of discipline. For example, out of 46 discipline areas, the average instructional cost per credit hour for teacher education ranks 21st in the first two years of undergraduate study, ranks 29th in the last two years of undergraduate study, ranks 45th in masters level study, and 37th in doctoral level study. In comparison, nursing ranks fifth in the first two years of undergraduate study, fourth in the last two years of undergraduate study, eighth in masters level study, and 17th in doctoral level study. In October 2001 the Illinois Board of Higher Education announced its intention to examine the funding of teacher preparation programs in Illinois' institutions of higher education, with a report expected in 2002.

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Overhaul Teacher recruitment and Put Qualified Teachers in Every Classroom

The faculty evaluation and reward system in Illinois, as well as nationally, does not provide incentives for faculty to engage in labor-intensive clinical teacher preparation. Beginning faculty, for example, find little opportunity to engage in traditionally recognized research while also engaging in clinical teacher preparation. And there is little incentive for tenured faculty to engage in labor-intensive clinical work. Many institutions hire adjunct faculty, graduate students, and clinical faculty (full time, non-tenure line) to conduct the work of teacher preparation. Such instructors tend to cluster at the lower end of the university salary scale.

Illinois has a number of need areas with respect to its teaching workforce. These include secondary education math and science, bilingual education, special education, and world languages. In addition, Illinois seeks greater numbers of urban teachers and teachers of color. There is currently no state funding program to institutions that targets recruitment and preparation of teachers in high need areas. Universities continue to recruit students based on the expertise of their faculty. In addition, the supply of trained teachers is regionally unbalanced. So, for example, there is an ongoing excess of new elementary teachers in some regions of the state, even as shortages persist in other regions.

The Illinois Student Assistance Commission Funds Incentive Programs to Attract Students to Teaching

The Illinois Student Assistance Commission operates several teacher scholarship grant and loan programs to encourage students to become teachers in high-need areas. These programs include the David A. DeBolt Teacher Shortage Scholarship Program, funded at $1,850,000 in FY 2001; the Minority Teachers of Illinois Scholarship Program, funded at $3,100,000 in FY 2001; and the Illinois Special Education Teacher Tuition Waiver Program. These programs, however, are not always fully utilized, in part because of eligibility restrictions.

Illinois Community Colleges are Partners in Teacher Preparation

Two in five (42%) Illinois public university graduates receiving bachelor's degrees in education first enrolled at an Illinois community college. Two-thirds took community college credits some time during their undergraduate education. The IBHE, ICCB and ISBE are encouraging collaborative institutional efforts to design course sequences for teacher preparation that begin in the first two years, and can be taken at a community college. These efforts are especially important because of the need to expose potential teachers to the classroom experience early in their undergraduate programs, enabling them to better evaluate the career fit. The agencies will work together to ensure that extended programming reflects NCATE and ISBE standards for teacher preparation.

Increase the Ability of Low-Wealth Districts to Attract Qualified Teachers, and Ensure that Districts Hire Only Qualified Teachers: What's Happening in Illinois?

Teacher renumeration varies significantly depending on seniority and geographic region

Throughout the country, a great deal of attention has been paid to the notion that teacher salaries have and continue to compare unfavorably with respect to starting and continuing salaries of professionals in other fields. For example, the following chart shows the disparities between average teacher salary and the average salary of other beginning professionals.

5-Year Change in Starting Salaries (U.S.)

Field	1994	1999	Increase
Business	$27,768	$36,886	25%
Math/Statistics	$31,392	$41,698	25%
Computer Science	$31,728	$42,500	25%
Economics/Finance	$29,484	$38,234	23%
Marketing	$28,452	$36,278	22%
Liberal Arts	$27,852	$34,776	20%
Engineering	$35,736	$44,362	19%
Accounting	$28,860	$35,555	18%
Chemistry	$30,960	$36,252	15%
Teaching	$23,231	$26,639	13%

Source: ISBE Supply and Demand Report, 2000

With respect to average teacher salary, Illinois ranks 9th nationally and 2nd in the Midwest. In 1999-2000, the average teacher salary in Illinois was $46,505. However, there is significant variation between average beginning and continuing teacher salaries throughout the state. In Chicago, the average salary was $50,736, compared to $45,515 outside Chicago.

Illinois does not employ specific equalization of funding policies with respect to teacher remuneration. Consequently, the disparities between what compensation individual school districts can offer teaching professionals remain significant.

Illinois Teacher Salary Study, 1998-99

The Illinois Teacher Salary Study illustrates the consequences of failure to inject some degree of equalization into the state's funding of teacher salaries. The minimum salaries mandated by Illinois State law for full-time teachers with no teaching experience, for example, are essentially irrelevant to the realities of the marketplace: $10,000 with a bachelor's degree and $11,000 with a master's degree. After eight years of teaching experience, teachers with a bachelor's degree are required by law to receive an additional $1,600 above their district's bachelor's degree starting salary, while master's level teachers salaries increase $2,000 from their district's master's degree starting salary.

In actual practice, for the period 1998-1999, beginning teachers in Illinois with a bachelor's degree earned a low of $16,485 and a high of $38,097, depending on their district. The most experienced teachers with the highest scheduled level earned between $26,086 and $92,125, depending on their district.

For 1998-1999, the median scheduled salaries of Illinois Public School Districts for most experienced teachers with a bachelor's degree was $36,347, and the median for the most experienced master's degree teachers was $52,360.

OVERHAUL TEACHER RECRUITMENT AND PUT QUALIFIED TEACHERS IN EVERY CLASSROOM

For 1998-1999, the median scheduled salaries of Illinois Public School Districts for most experienced teachers with a bachelor's degree was $36,347, and the median for the most experienced master's degree teachers was $52,360.

The Northeast districts paid the highest median salaries to all categories of teachers[1], while the East Central region paid the lowest median salaries in all categories except for beginning teachers with a bachelor's degree. Beginning baccalaureate teachers in the Northwest region had the lowest median salaries.

The median scheduled salaries of Illinois Public School Districts varied by enrollment, as well. For teachers with a bachelor's degree, the highest median beginning and maximum salaries fell in Districts with enrollments of 6,000 to 11,999. Districts with enrollments of fewer than 500 paid the lowest salaries (small districts are usually elementary districts.) For teachers with a master's degree and no additional hours, districts with 3,000 or more enrollments paid similarly high median salaries ($30,602 to $30,658). For teachers with a master's degree plus 30-32 hours, median salaries for both beginning and maximum salaries were highest in districts with 12,000 or more enrollments.[2] Those teachers with the highest scheduled salary were paid the least by districts with fewer than 500 enrollments, and paid the highest by districts with an enrollment of 12,000 and above.

Effective Teacher Recruitment and Retention is Key to a Strong Teaching Force: What's Happening in Illinois?

Inadequate teacher recruitment and retention approaches continue to contribute to Illinois' ability to place a qualified teacher in every classroom

The challenge of recruiting and retaining competent, caring and qualified teaching professionals is not unique to Illinois. Nationwide, school districts and state policy makers have been struggling with a similar dilemma. For example, according to a survey of the Great Cities Schools (1999)[xi], over 80 percent of the responding school districts report experiencing deficits in the available teaching force to such a degree that non-credentialed individuals are allowed to become teachers and are assigned their own classrooms.

In Illinois, clear evidence of teacher shortages in districts across the state was affirmed in the ISBE 2000 Educator Supply and Demand Report.

Recruitment

The process of hiring teachers in Illinois can be slow and cumbersome, particularly in large districts. Chicago annually hires several hundred teachers after the beginning of the school year, for example. ISBE has developed the capacity to post all open teaching positions on a single web site to facilitate recruitment statewide. During focus group meetings held during the summer, 2001, it was pointed out that school districts usually recruit in the spring, while some graduates of teaching programs finish at other times of the year. These graduates take non-teaching positions and may not return to a career in teaching.

[1] Median beginning and maximum salaries for bachelor's degree, master's degree and master's plus 30-32 semester hours, and median highest scheduled salary.

[2] The proportion of school districts with a master's plus 30-32 semester hours provision in their salary schedule varies widely according to district size and is as follows: under 500 (25%); 500-999 (54%); 1,000-2,999 (71%); 3,000-5,999 (82%); 6,000-11,999 (97%); above 12,000 (93%).

The Chicago Public Schools, which employs over 26,000 teachers, has in recent years implemented a variety of new teacher recruitment measures. These measures include the development of a new on-line teacher recruitment and application initiative, the recruitment of teacher candidates from abroad (the GEO program), and the use of teacher candidates from the Teach for America Program. Chicago is considering waiving its residency requirement for teachers in critical shortage subjects in the neediest schools.

Illinois has reciprocal licensing agreements with 26 other states. Under these agreements, educators from any of the member states will receive a comparable Illinois Teaching Certificate upon submission of an application for certificate and application fee through the Regional Office of Education. The application must include:

1) A valid, comparable teaching certificate
2) Evidence of completing a State Approved Teacher Education Program for the certificate sought or verification of a minimum of three years of teaching experience on a valid teaching certificate within the last seven years
3) Official transcripts

Administrative measures have been put in place so that teachers coming to Illinois will fit into the appropriate stage of certification and certificate renewal: Initial Certificate, Standard Certificate and Master Teacher Certificate (for National Board Certificate holders).

Retention

Illinois public schools lose between 9 and 11 percent of their teachers each year during teachers' first five years of teaching. Despite clear evidence of the success of mentoring programs in improving new teacher retention, Illinois has been unable to garner the resources needed for a state-led investment in substantive new-teacher mentoring programs.

As with states around the country, Illinois is poised to lose a large cadre of experienced teachers due to retirement. The state recently passed legislation that allows retired teachers to return to the classroom for 120 days, rather than the current 100 days.

Alternative Pathways to Certification: What's Happening in Illinois?
Illinois has increased opportunities for alternative certification

Illinois has established three processes for alternative certification -- two for teachers and one for administrators. These are the Alternative Route to Teacher Certification, Alternative Teacher Certification, and Alternative Route to Administrative Certification. Alternative Certification programs are held to the same program standards as those applied to traditional programs.

Each of the three processes for alternative certification has slightly different requirements. The certificate awarded at the end of the program is the same for teachers.

OVERHAUL TEACHER RECRUITMENT AND PUT QUALIFIED TEACHERS IN EVERY CLASSROOM

Alternative Route to Teacher Certification

This program must be provided by a recognized institution and may be offered in conjunction with one or more not-for-profit organizations. The alternative program must include the content and skills of the institution's current program. A 1-year nonrenewable provisional alternative teaching certificate is issued when the participant meets the following criteria:

- Graduates from an accredited college or university with a bachelor's degree
- Employed for at least five years in an area requiring application of the participant's education
- Passed the Illinois basic skills and subject matter knowledge tests

The participant must then complete:

- An intensive course of study in education theory, instructional methods and practice teaching
- Followed by a full-time teaching position for one school year with the advice and assistance of a mentor teacher. To enter this internship phase of the program, alternatively prepared candidates must pass the same content and basic skills assessments demanded of traditionally trained candidates; and
- A comprehensive assessment of the participant's teaching performance by school officials and program participants, which is identical to those required of candidates who complete traditional programs, and which are based on the standards, and recommendation for certification by the higher education institution. The standards assure performance-based competencies, not just content knowledge.

A nonrenewable Initial Teaching Certificate, valid for four years, will be issued following completion of the three phases. After completing four years of teaching, individuals may apply for the Standard Teaching Certificate.

Alternative Teacher Certification

The Alternative Teacher Certification program must be provided by a partnership that includes a recognized institution, which offers a baccalaureate and master's degree program, and one or more not-for-profit organizations. The program is limited to 260 participants per year. The program components mirror those for the "Alternative Route to Teacher Certification." As for the first program, a nonrenewable Initial Teaching Certificate, valid for four years, will be issued following completion of the three phases. After completing four years of teaching, individuals may apply for the Standard Teaching Certificate. For those holding a renewable standard alternative teaching certificate issued prior to February 15, 2000, and is only valid for teaching in Chicago, may apply for the Standard Teaching Certificate after completing four years of teaching.

Alternative Route to Administrative Certification

Alternative administrative certification programs must include the content and skills of the institution's program and are limited to a standard administrative certificate with a general administrative endorsement, chief school business official endorsement, or superintendent endorsement. The alternative certification route excludes certification to serve as a principal or an assistant principal.

A 1-year nonrenewable provisional alternative administrative certificate will be issued when the participant meets all of the following criteria:

- Graduates from an accredited college or university with a master's degree in a management field or with a bachelor's degree and life experience equivalent to a master's degree in a management field
- Employed for five years in a management level position
- Passed the Illinois basic skills and administrative content area exams

The program consists of three phases that are similar to the "Alternative Route to Teacher Certification."

- Successful completion of an intensive course of study in education management, governance, organization and planning;
- Full-time administrative position for one school year; and
- A comprehensive assessment of the participant's performance by school officials and recommendation for certification by the institution.

A renewable standard administrative certificate with a (limited) general administrative endorsement, chief school business official endorsement, or superintendent endorsement will be issued following completion of the three phases.

Currently Authorized Programs

In 1997, there were no alternative teacher certification programs available through Illinois institutions of higher education. In October 2001, 10 institutions had ISBE-approved programs.

Alternative Teacher Certification Programs as of October 2001

University	Program
Benedictine University	Secondary Science
Governor's State University	Elementary Education
Illinois State University	Secondary Education - all programs
National-Louis University/ Teach for America	Elementary and Secondary Education in Biology, English, Math, Physical & Social Sciences
Northern Illinois University	Elementary, Early Childhood & Secondary Education, K-12 including Special Education
Northwestern University	Secondary Math & Science
Roosevelt University	Music Education K-12
Southern Illinois University Carbondale	All certificates, all programs
University of Illinois Chicago	Elementary, mid-grade Math & Science emphasis
Western Illinois University	Superintendent

OVERHAUL TEACHER RECRUITMENT AND PUT QUALIFIED TEACHERS IN EVERY CLASSROOM

Strategic Issues for Further Work

This section began with seven sub-recommendations of NCTAF Recommendation III, together with the observation that Illinois has taken identifiable steps toward the first, fourth, and last of these recommendations, but the four remaining items remain largely unaddressed. To take each in turn:

1. ***Assess teacher supply and demand***

   Illinois has begun to collect and monitor its supply and demand data, though policies based on those data have not yet been developed. An urgent area of need is to collect data on out-of-field teaching. Illinois is studying funding and reward structures in higher education institutions that influence the supply of teachers in various fields.

2. ***Increase the ability of low-wealth districts to pay for qualified teachers and insist that districts hire only qualified teachers***

   While low-wealth districts receive much greater state aid than do wealthier districts, the additional funds are not sufficient to draw qualified teachers to their schools. Targeting school funding inequity has not been a state priority.

3. ***Streamline district hiring procedures***

   Data on Illinois districts' need for streamlining are not available. The state has been using better on-line data and procedures to assist those seeking teaching jobs, and the state's largest district, Chicago, has worked to overhaul its hiring procedures in the last two years. An assessment of the success of this latter effort is forthcoming.

4. ***Eliminate barriers to teacher mobility***

   Since 1995, the state has greatly improved its reciprocity agreements with other states. The extent to which any mobility problems currently exist, or may exist with the new multi-tier certification system, is unclear. Graduates of Illinois teacher preparation programs take positions in other states, and their mobility seems largely unimpeded. Illinois must ensure that qualified teachers from other states can easily become teachers in the state. Chicago's residency requirement is also under review.

5. ***Aggressively recruit high-need teachers***

   Even high-income districts have shortages in some areas, e.g., special education or teachers of color. Lower income districts have many more shortage areas, including teachers of secondary math and science, world languages, and bilingual education. No statewide initiatives to provide incentives for teachers to go into these areas currently exist, with the exception of the state's encouragement of alternative routes to certification, which tend to target high-need areas, and ISAC's tuition program for special education.

6. ***Provide incentives for teachers in shortage areas***

Much more needs to be done at several junctures in the pipeline. For example, we are producing too many teachers in some areas (e.g., social studies or English) and not enough in areas of critical need, so incentives could influence teacher education programs and candidates to prepare differently. Second, it is possible that modifying the retirement system could attract more retired teachers to return to the classroom. Third, financial incentive systems, including scholarships, can be established to encourage teachers to take jobs in "hard to staff" schools or in fields where opportunities outside of education provide major financial opportunities. Fourth, "grow-your-own" programs can be explored, in which para-professionals already in the schools and others in the community are encouraged to pursue teacher training. Finally, the state could support a professional development system for provisional vocational education teachers, as well as bilingual teachers who have temporary certification, leading to receipt of the appropriate level of permanent certification.

7. ***Develop high-quality alternative pathways to teaching***

Universities and school districts have teamed up to create alternative pathways to teaching, which the state has encouraged through legislation and administrative action. These programs are held to the same standards as traditional programs and are monitored through the ongoing review processes described earlier.

ENCOURAGE AND REWARD KNOWLEDGE AND SKILL

The relationship between teacher knowledge and skill and student achievement is clear; high levels of teacher knowledge and skill are critical for the production of high levels of student performance and achievement. Further, research indicates that teacher expertise is one of the most important factors in determining student achievement, particularly in the elementary years.

However, the ways in which schools encourage and reward increases in teacher knowledge and skill are limited at best. Teachers with a comprehensive knowledge of subject matter, student learning and development, and who are skilled in practice are routinely not rewarded for these achievements; more often than not, they are compensated in the same manner and at the same rate as teachers that are mediocre, under-qualified, or simply ineffective.

In support of Recommendation IV, NCTAF recommends that states undertake the following two measures:

- Develop a career continuum for teaching linked to assessments and compensation systems that reward knowledge and skill.
- Establish goals and provide incentives for National Board Certification.

Illinois has made partial progress toward each of these with its new multi-tier teacher certification, scheduled to be fully operational by 2003. However, significantly less has been done with respect to the teacher compensation system and with statewide goals and incentives for National Board Certification.

Linking Compensation to Knowledge, Skills and Performance: What's Happening in Illinois?

Illinois has not yet developed a plan to link teacher compensation to demonstrated skills and performance

As detailed in the preceding section, teacher compensation in Illinois varies greatly from district to district and between the elementary and secondary levels. Salary schedules within individual districts are subject to negotiation between teacher organizations and district administration at the local level. Most districts employ similar criteria for negotiation, including but not limited to number of years of experience, number of graduate hours completed, and level of advanced degrees completed. Additionally, similar salary schedules exist with respect to compensation for extra-curricular duties. Teachers may also be compensated for extra work or duties that fall outside of the contracted school year. Examples of this include but are not limited to curriculum work and school improvement measures.

Although opportunities do exist for teachers to increase their income by taking on additional responsibilities within a school, the links between teacher compensation and demonstrated knowledge and skill are weak at best. The state and districts have no steps planned to link teacher compensation to demonstrated knowledge and skill apart from the provisions noted above.

National Board Certification: What's Happening in Illinois?

Illinois has established National Board Certification as its master teacher certification

One way in which Illinois is addressing the disconnect between enhanced knowledge and practice and teacher compensation is by encouraging experienced teachers to pursue Master Teacher Certification. Master Teacher status is available in Illinois upon being certified by the National Board of Professional Teaching Standards (NBPTS). Teachers who successfully complete the NBPTS certification process are entitled to Master Teacher status, a state stipend of $3,000 and may receive special compensation for mentoring other teachers. This initiative is funded at $1.075 million. Further measures that have been forwarded include $3,000 in compensation for teachers who provide 60 hours of mentoring for low performance or predominantly low-income schools, and $1,000 compensation for Master teachers who mentor 60 hours in other districts. A request for $1 million to fund this additional initiative was not funded in FY 2000 or 2001. The initiative is again in the FY 2003 budget proposal.

While Illinois ranks 10th in the nation in its number of National Board Certified (NBC) teachers, it lags well behind some other states. Illinois' 185 NBC teachers compares to North Carolina's 2,406, Florida's 1,267, California's 790 and Mississippi's 755. A statewide goal of 350 NBCTs by June 2002 has been set, with another 200 by the end of FY 2003, pending sufficient funding. Four years ago, Illinois had three NBCTs. Business groups such as Chicago United and the Illinois Business Education Coalition, professional teacher associations, and philanthropic foundations are seeking to support increased numbers of National Board Certification candidates in Illinois.

In spring 2001 the State Board completed a mailing of 150,000 brochures to every school building in the state, promoting participation in the National Board of Professional Teaching Standards process. The brochures explain financial and support opportunities provided by the State Board.

Strategic Issues for Further Work

Illinois has made partial progress toward the two NCTAF recommendations for this section with its new multi-tier teacher certification that is scheduled to be fully operational by 2003. However, significantly less has been done with respect to the teacher compensation system and with statewide goals and incentives for National Board Certification. To address each in turn:

1. ***Develop a career continuum for teaching linked to assessments and compensation systems that reward knowledge and skill***

   Illinois needs to pursue conversations with experts such as Allen Odden, the teacher associations, and others who are in dialogue over how to reward teachers for their work without necessarily promoting them out of the classroom. The multi-tier, standards based certification system may provide a sound foundation for differential remuneration systems that reward demonstration of mastery of teaching standards. Further study needs to be done linking teacher effectiveness to standards.

2. ***Establish goals and provide incentives for National Board Certification***

   The State Board is aware of Illinois deficiencies in this regard. A strategy for greater legislative support is necessary.

CREATE SCHOOLS ORGANIZED FOR STUDENT AND TEACHER SUCCESS

High quality teaching and learning does not exist in a vacuum. High quality preparation and professional development is simply not enough to ensure the high standards set for teachers and students alike will be adequately met. Schools themselves need to be organized for student and teacher success by providing the supports, resources, and opportunities for learning necessary for high achievement in this changing world.

In support of Recommendation IV, NCTAF recommends that states undertake the following three measures:

- Flatten hierarchies and reallocate dollars directly to schools.
- Select and prepare principals who understand the nature of teaching and learning and who can lead high-performing schools.
- Provide incentives for ongoing school improvement.

Although a statewide program of accountability for school improvement is now in the early stages, less progress has been made on state initiatives in school leadership and flattening school hierarchies.

Fighting Hierarchies and Reallocating Dollars: What's Happening in Illinois?
Illinois has a large number of districts for its student enrollment

Among states with large student enrollments, Illinois has among the lowest number of students per district. Initiatives to consolidate districts have not met with success in the past, and do not provide a fruitful avenue for renewed effort in the short term.

School Enrollment, Schools and Districts for States with More than 1 Million Students School Year 1999-2000

States	Number of Students	Number of Schools	Number of Regular Districts	Number of Total F&S Agencies	Average No. of Students per School	Average No. of Students per District
California	6,038,589	8,566	987	1,057	705	6,118
Texas	2,991,783	7,395	1,041	1,203	540	3,835
New York	2,887,776	4,273	707	745	676	4,085
Florida	2,381,396	3,131	67	73	761	35,543
Illinois	**2,027,600**	**4,290**	**896**	**1,055**	**473**	**2,263**
Ohio	1,836,554	3,798	708	806	484	2,594
Pennsylvania	1,816,716	3,164	501	666	574	3,626
Michigan	1,725,617	3,606	737	799	479	2,341
Georgia	1,422,762	1,887	180	180	754	7,904
New Jersey	1,289,256	2,383	604	662	541	2,135
Virginia	1,133,994	1,816	135	169	624	8,400
Washington	1,003,714	2,111	296	305	475	3,391

*Source: Tables 1 and 2 in Lee M. Hoffman, **Overview of Public Elementary and Secondary Schools and Districts: School Year 1999-2000**. U.S. Department of Education, National Center for Education Statistics, NCES 2001-339R, Washington, D.C. 2001*

Some Districts are Reducing Administrative Personnel

What Matters Most points out that schools in the United States allocate a larger portion of their budgets to administration than do schools in most other industrialized nations, which allocate a larger portion of their budgets to classroom personnel. In summer of 2001, Chicago Public Schools announced a significant reduction in administrative personnel at the central office level to help fund more classroom teachers. Statewide, however, there has been no clear policy established in this regard.

Inequality in School Funding Hampers Schools' Ability to Organize for Student and Teacher Success

There are two sources of state support to schools; general state funds and categorical state funds. Great inequalities exist between districts with regard to local funding, as it is based on property tax. The general state aid formula is one of equalization; essentially the formula allots greater amounts of funding to low income districts through pupil weighting. Low-income students are weighted "heavier" than other students, and therefore a greater percentage of state funds go to low-income districts. Nonetheless, the highest funded districts in the state fund education at **more than double** the rate of the least well-funded districts in terms of operating expenses per pupil (ISBE, 1999)[xiv].

Other measures of funding inequity focus on such characteristics of school enrollment as poverty and ethnicity. Illinois ranks second to New York among all the states in the difference between funding for highest-poverty and lowest-poverty schools[xv]. Districts with the highest child poverty have $1,939 fewer state and local dollars to spend per student compared with the lowest-poverty districts. This translates into a total $48,475 for a typical classroom of 25 students. The gap in funds available is $580 per student for districts with the highest minority enrollments compared with the lowest-minority districts, or $14,500 for a typical classroom of 25 students. This difference in funding constrains schools that need the best teachers from offering competitive salaries for recruitment and retention, classroom resources, special education, and professional development.

Select and Prepare Principals Who Can Lead High Performance Schools: What's Happening in Illinois?

Illinois is increasing efforts to develop and maintain effective school leaders

In Illinois, administrative certification reflects content knowledge but is not performance based. Generally, selection is through self-identification into the pool, and few new principals receive help learning the ropes. All administrative preparation programs must meet the Illinois School Leader Standards, modeled on ISLLC. Furthermore, specific knowledge and performance standards are in place for the preparation of principals, superintendents, and chief school business officers. The primary reward for being a principal is a higher salary, although some potential principals shy from the position because of the extended working hours that are often required. Some candidates who are not suited to be administrators pursue positions because of the greater financial rewards. Recognizing the shortcomings of the current system, several initiatives are underway to increase the effectiveness of leaders in Illinois schools.

CREATE SCHOOLS ORGANIZED FOR STUDENT AND TEACHER SUCCESS

The Governor's Council on Educator Quality

The Council was reconstituted as the Governor's Council on Educator Quality in 2001 to explicitly include an emphasis on leadership quality.

Administrator Academy

Collaboration has begun between ISBE and the Illinois Principal's Association to develop an Administrator Academy for Illinois school leaders. This spring the state conducted an Illinois Mathematics Administrator Academy Pilot for 25 administrators to determine the outline of activities to be used in the planned Administrator Academy.

Illinois State Action for Educational Leadership (SAELP) Grant

Funded by DeWitt-Wallace, and sponsored by the Council of Chief State School Officers, the Education Commission of the States and the National Governors Association, this grant provides first-year planning funds leading to a $250,000 implementation grant by the new SAELP National Consortium to develop and enact innovative policies and practices to strengthen school leadership. Illinois is one of 15 states to receive the grant. The strategies to improve the practice of principals and superintendents are:

- Setting a state priority for action to strengthening school leadership
- Expanding the candidate pool
- Education and professional learning
- Licensure, certification and program accreditation
- Conditions of professional practice
- Authority for practice and governance structures

Bill and Melinda Gates Foundation Grant

Illinois has received $2.25 million in funding from the Bill & Melinda Gates Foundation for the Illinois Technology and Leadership for Change (ITLC) project, with matching funding from state agencies, organizations and businesses. The project is housed at Illinois State University and has its own web page: www.sadi.ilstu.edu. The project provides training and laptop computers to 1,500 principals and superintendents in Illinois. Training focuses on databased decision making, especially regarding student achievement data. The more than 600 principals and superintendents who have participated to date express high praise for the program.

Provide Incentives for Ongoing School Improvement: What's Happening in Illinois?
Illinois supports innovation in school time, staffing and the use of technology

Alternative Calendars Are in Place in Some Illinois Schools

Research shows that lower-performing children who attend schools that are organized with a shorter summer vacation period and longer inter-term breaks make better progress. Three-week inter-term breaks provide opportunities for additional coaching before children fall further behind, and shorter summer breaks reduces the learning loss that often occurs during long period away from the classroom. Teachers who choose this alternate schedule report reduced stress levels. And finally, building plants can be used more efficiently to accommodate more students through staggered scheduling of terms. Although there is no state plan for year-round schools in Illinois, individual schools in different districts have implemented year-round calendars. In Chicago, the number of year-round schools has increased in recent years.

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New Staffing Patterns are Being Considered

Recent legislation (PL 92-0416) allows retired teachers to work 120 hours instead of 100 without impact on their retirement annuity to increase the available pool of part-time and substitute teachers. Opportunities for part-time, or job sharing, arrangements are also gaining support as a way to increase work-place flexibility for teachers.

Illinois Has Made a Major Commitment to Learning Technologies

Among the state's technology initiatives are:

- State funding for local technology initiatives
- Virtual high school
- Museums without walls
- Regional support centers
- Technology standards for all teacher candidates
- Technology identified as a continuing professional development priority for certificate renewal

What remains important is to assess whether these technology efforts have an impact on students learning. If the National Commission is correct that the most effective dollars spent on improving student learning are dollars spent on professional development, then the technology commitments need to be developed within the context of teachers' professional development.

School Improvement Plans Aim to Foster High-Performing Schools

The state requires a "school improvement plan" to be in place for each institution. Part of the planning process is identifying what is working in a school and what needs work. Although some resources do exist, such as the Illinois State Board of Education's School Improvement Website, the vast majority of work on the school improvement plan is done at the local level.

Standardized test scores are critical to evidence of impact. Schools are put on and off probation, given additional resources, and put under additional constraints based on student performance on test scores. Currently, however, teachers and schools are not specifically rewarded for success.

- The Lincoln-Baldrige program recognizes schools that are organized for student and teacher success, and provides support for schools seeking a more systemic approach to school improvement
- ISBE has developed on-line resources for schools and districts seeking assistance in school improvement. Additional resources are available for work on comprehensive school reform in low performing schools

CREATE SCHOOLS ORGANIZED FOR STUDENT AND TEACHER SUCCESS

Strategic Issues for Further Work

This section addresses the three sub-recommendations for NCTAF Recommendation V, together with the observation that comparatively less progress has been made on state initiatives in school leadership and flattening school hierarchies. More progress has been made on a statewide program of accountability for school improvement. To take each in turn:

1. ***Flatten hierarchies and reallocate dollars directly to schools***

   Illinois' large number of school districts is unlikely to change soon. School funding equalization may also face a similar future. But within the Illinois context, it could be useful to understand the comparative status of administrative versus instructional costs, and more study is needed to identify whether this is a problem for Illinois. What is clear is that school building leadership must remain a priority.

2. ***Select and prepare principals who understand the nature of teaching and learning and who can lead high-performing schools***

   Illinois is beginning to take steps in this regard. Several large grants are geared to educational leadership. Some of the same standards-based approaches that are being applied to teaching also apply to school leadership. How, for example, might we assess Principals for their ability to demonstrate compliance with ISLLC standards and ISBE standards for each administrative field?

3. ***Provide incentives for ongoing school improvement***

   Illinois has made a financial commitment to learning technologies. School improvement plans are in place in each school, and standardized test scores provide evidence of impact. But the incentives for improvement are largely negative ones. Low-performing schools are provided with assistance to improve, but high-achieving schools and teachers are not specifically rewarded for success. Finally, will the state's complex accountability system accomplish its goals? Only systematic assessment over time will determine this.

How the Prairie State Achievement Examination (PSAE) Measures Student Progress Toward the Illinois Learning Standards[3] (ILS)

PSAE Test	What the Standards Require[4]	How the PSAE Measures the Standards	Test Content[5]
Reading	Ability to read with fluency and understanding and to comprehend a broad range of reading materials (ILS 1A-C), including literature representative of various societies, eras, and ideas (2A,B). Ability to evaluate and use information from various sources to answer questions, solve problems, and communicate ideas (5A-C).	Provides comprehensive assessment of reading skills: • Academic reading passages that include prose fiction, humanities, social science and natural science • Work-related informational pieces, such as policies, bulletins, letters, manuals, and governmental regulations • Multiple-choice questions that require students to reference the text and think critically	ACT Reading + Work Keys Reading for Information
Writing	Ability to communicate in writing for a variety of purposes (ILS 3B, C) and to compose coherent writing for specific purposes and audiences using correct grammar and mechanics (3A).	Assesses writing skills in more than one way: • Multiple-choice questions that target editing for conventions of written English (including punctuation, grammar, usage, and sentence structure) and for effective writing (including strategy, organization, and style) • One expository or persuasive essay written on a given topic and assessed for clarity, coherence, and the extent to which ideas are developed critically	ACT English + ISBE-Developed Writing
Math	Understanding and ability to apply knowledge of number sense, estimation, and arithmetic (ILS 6A-D; 7A, B; 8C); algebra (8A-D); geometry and trigonometry (9A-D); measurement (7C); and data organization and probability (10A-C).	Provides comprehensive assessment of mathematics knowledge and skills: • Assesses mathematical skills acquired in courses taken through grade 11 • Academic and work-related content assessed through increasingly complex tasks • Multiple-choice questions require mathematical reasoning to solve practical problems • Approved calculators may be used, and complex formulas are provided	ACT Mathematics + Work Keys Applied Mathematics
Science	Understanding and ability to apply knowledge of experimental design (ILS 11A) and technological design (11B), including how to conduct controlled experiments and analyze and present the results; life sciences (12A, B), chemistry (12C), physics (12D), earth science (12E), and space science (12F); laboratory safety, valid sources of data, and ethical research practices (13A); and historical interactions between science, technology, and society (13B).	Measures scientific knowledge and its application: • Interpretation, analysis, evaluation, reasoning, and problem-solving skills • Science inquiry; life, physical, and Earth and space sciences; and science, technology, and society • Multiple-choice questions that assess the ability of students to use critical thinking skills to evaluate information provided on the test	ACT Science Reasoning + ISBE-Developed Science
Social Science	Understanding of U.S. political systems, including the basic principles, and structure and functions of government (ILS 14 A-F); of economic systems (15 A-E); of world geography and the effects of geography on society (17 A-D); of how social systems develop, including cultural traditions and the roles of individuals and groups (18 A-C). Comprehension of the events, trends, individuals and movement that shape the history of the United States and the world (16 A-E).	Provides comprehensive assessment of social science knowledge: • Government, economics, geography, U.S. history, and global perspectives • Interpretation of maps, charts, and original documents, such as newspaper articles, treaties, and pictures • Multiple-choice questions that assess social science concepts and principles as well as problem-solving skills necessary for effective citizenship	ISBE-Developed Social Science

Footnotes are from the ISBE website and are numbered to correspond to the original web document.

[3] *For copies of Illinois Learning Standards, call the ISBE Information Desk at 217/782-4321, or log on to www.isbe.state.il.us/ils/default.html.*

[4] *Not all standards are assessed by the PSAE. Some are difficult or impossible to test using statewide, paper-and-pencil tests. For example, ILS 4A, "Speak effectively using language appropriate to the situation and audience," is most appropriately assessed at the classroom level.*

[5] *The PSAE is constructed using three components: (1) ISBE-developed writing, science, and social science assessments; (2) the ACT Assessment, which includes reading, English, mathematics, and science reasoning; and (3) two Work Keys assessments (Reading for Information and Applied Mathematics).*

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APPENDIX II

Purposes and Priorities, Governor's Council on Educator Quality

I. The purpose of the Governor's Council on Educator Quality is to support the ongoing improvement of teaching quality in every school in the state.

II. The Advisory Council will achieve its purposes by:

a. Influencing and supporting action by appropriate state agencies, including the Governor's office, Illinois State Board of Education, Illinois Board of Higher Education, Illinois Community College Board and the Joint Education Committee -- and initiating action where necessary.

b. Providing leadership for the collection and analysis of data to assess state progress in teacher and leadership quality improvement.

c. Regularly assembling representatives of important stakeholder groups in Illinois to assess the progress of Illinois' responsibilities as a NCTAF partner state.

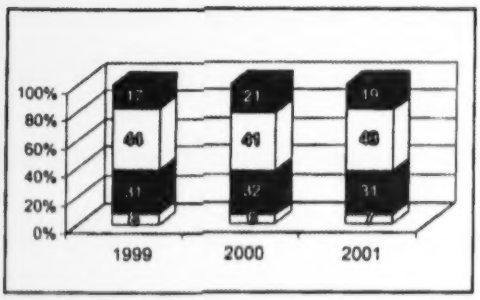
d. Facilitating the effective and frequent exchange of ideas among these constituencies, for purposes of shared understanding and mutual education about issues of teacher quality.

e. Serving as a liaison between NCTAF, its partner states, and Illinois.

ISAT PERFORMANCE LEVELS, 1999-2001

READING

Grade 3



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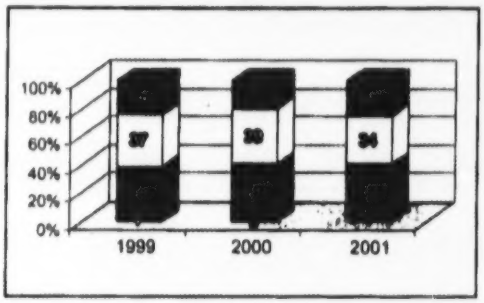

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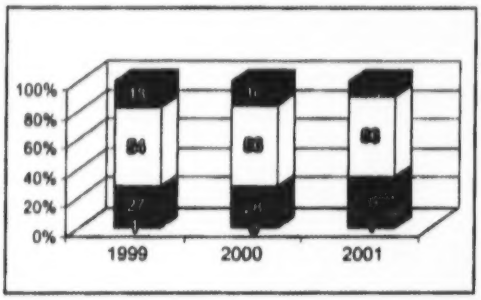
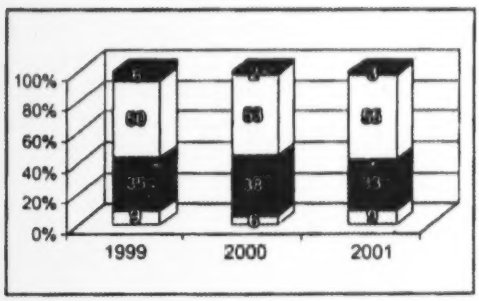


WRITING

Grade 3



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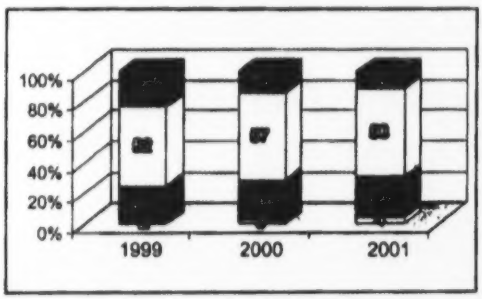
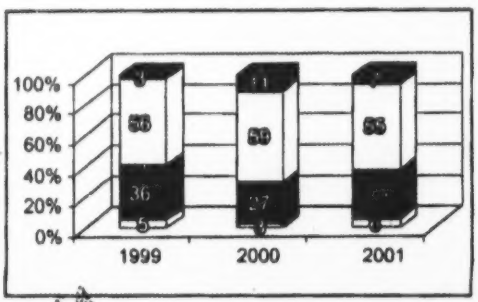


Grade 8



Exceeds Standards

Meets Standards

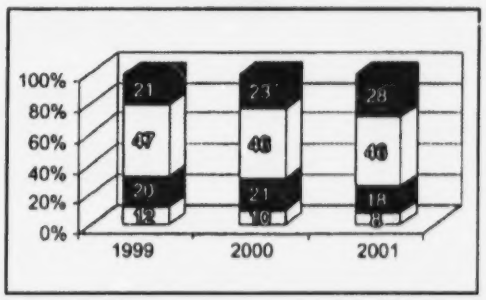
Below Standards

Academic Warning

ISAT PERFORMANCE LEVELS, 1999-2001

MATHEMATICS

Grade 3



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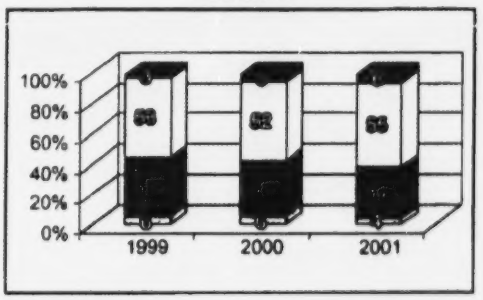
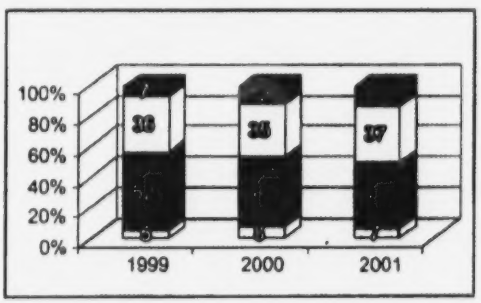
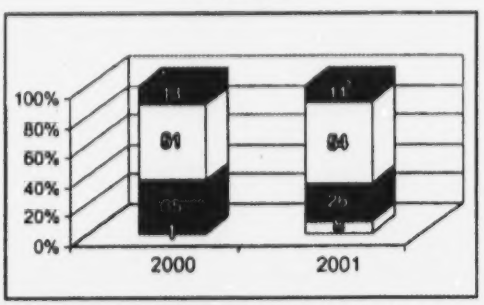


Grade 8

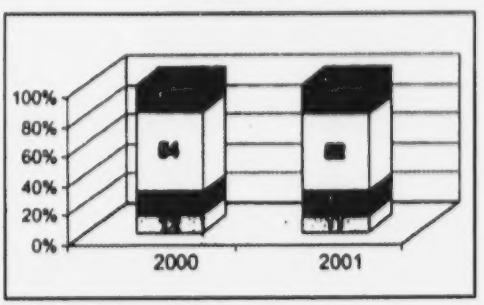


SCIENCE

Grade 4



Grade 7

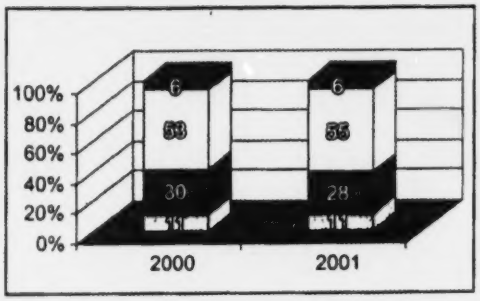


Note: Effective 2001, the Academic Warning - Below Standards cutscore for grade 4 science was raised from 130 to 138. No comparison should be made between 2000 and 2001 grade 4 science for the percentage of students in each of the performance levels.

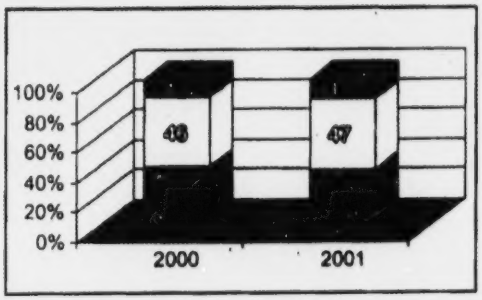
Exceeds Standards
Meets Standards
Below Standards
Academic Warning

SOCIAL SCIENCE

Grade 4



Grade 7



APPENDIX IV

ILLINOIS PROFESSIONAL TEACHING STANDARDS

1. ***Content Knowledge***
   The teacher understands the central concepts, methods of inquiry, and structure of the discipline(s) and creates learning experiences that make the content meaningful to all students.

2. ***Human Development and Learning***
   The teacher understands how individuals grow, develop, and learn and provides learning opportunities that support the intellectual, social, and personal development of all students.

3. ***Diversity***
   The teacher understands how students differ in their approaches to learning and creates instructional opportunities that are adapted to diverse learners.

4. ***Planning for Instruction***
   The teacher understands instructional planning and designs instruction based upon knowledge of the discipline, students, the community, and curriculum goals.

5. ***Learning Environment***
   The teacher uses an understanding of individual and group motivation and behavior to create a learning environment that encourages positive social interaction, active engagement in learning, and self-motivation.

6. ***Instructional Delivery***
   The teacher understands and uses a variety of instructional strategies to encourage students' development of critical thinking, problem solving, and performance skills.

7. ***Communication***
   The teacher uses knowledge of effective written, verbal, nonverbal, and visual communication techniques to foster active inquiry, collaboration, and supportive interaction in the classroom.

8. ***Assessment***
   The teacher understands various formal and informal assessment strategies and uses them to support the continuous development of all students.

9. ***Collaborative Relationships***
   The teacher understands the role of the community in education and develops and maintains collaborative relationships with colleagues, parent/guardians, and the community to support student learning and well being.

10. ***Reflection and Professional Growth***
    The teacher is a reflective practitioner who continually evaluates how choices and actions affect students, parents, and other professionals in the learning community and actively seeks opportunities to grow professionally.

11. ***Professional Conduct***
    The teacher understands education as a profession, maintains standards of professional conduct, and provides leadership to improve student learning and well being.

[i] *What Matters Most: Teachers for America's Future.* National Commission on Teaching & America's Future. New York, New York, 1996.

[ii] *Rising to the Challenge: The Future of Illinois Teachers.* Final Report. University of Illinois Chicago and the Illinois State Board of Education Task Force on Teacher Preparation, Certification, and Professional Development. Springfield, Illinois, 1996.

[ii] *Illinois Framework for Restructuring the Recruitment, Preparation, Licensure and Continuing Professional Development of Teachers.* Proposed to the Illinois State Board of Education in October 1996, adopted on November 26, 1996.

[iv] *ACT High School Profile Report HS Graduating Class 2000.* ACT, Iowa City, Iowa, 2000.

[v] *Evaluation of the Implementation of Illinois Learning Standards Year Three Report.* Lizanne DeStefano, Nona Prestine and George Stanhope. Report to the Illinois State Board of Education, Springfield, Illinois. August, 2001.

[vi] *Educator Supply and Demand.* Research Division, Illinois State Board of Education, Springfield, Illinois, December 2000.

[vii] *IBHE Data Book* - http://www.ibhe.state.il.us/Data%20Bank/data%20bank.htm#data

[viii] *The Community College Role in Teacher Education.* Tables prepared by the Illinois Community College Board using the Community College/University Shared Data Files. No date.

[ix] *Average Salary, by Year, of Illinois Public School Teachers.* http://www.isbe.net/research

[x] *Illinois Teacher Salary Study 1998-1999.* Karol K. Chaska, Illinois State Board of Education, Springfield, Illinois, May 1999.

[xi] *The Urban Teacher Challenge.* www.recruitingteachers.org/news/1999urbanteachers.html

[xii] Arne Duncan, quoted in *Failing Teachers*, Chicago Sun Times, September 24, 2001.

[xiii] See for example *Teaching for High Standards: What Policymakers Need to Know and Be Able to Do.* Linda Darling-Hammond and Deborah Loewenberg Ball. CPRE Joint Report Series, Pennsylvania, 1998.

[xiv] *A Profile of Illinois Public Schools: Selections from the School Report Card Files.* Illinois Board of Education, Springfield, Illinois, 1999.

[xv] ***EdWatch Online.*** **The Education Trust, Washington, D.C. March 6, 2001.**

[xvi] *Year-Round Schooling: Promises and Pitfalls.* Carolyn M. Shields and Steven Lynn Oberg. Scarecrow Press, Inc., Lanham, Maryland, 2000.

Talking Tough Issues...Catalyzing Change

ILLINOIS

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